

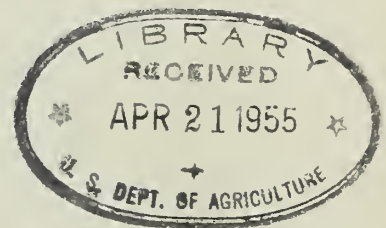
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USDA PHILADELPHIA WORKSHOP

Training in
Administrative
Management



PHILA., PENNA. JAN. 18-22, 1954

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FOREWORD

It is interesting to look up what our through the dictionary, you will find administration, coaching, commanding, explaining, governing, guiding, influencing, leading, making clear, making known, rest and training.

The underlying organization philosophy distinct kind of work. It is the task enterprise through the leadership of its by planning, organizing, measuring and resources.

Through these types of functions the Man materials, the machines and the money wh resources from which the objectives of

Looking at Management as a distinct kind of work in itself, this philosophy therefore, visualizes four principal aspects of such work, namely.

1. Planning - to determine what objectives should be established to utilize the human and material resources of the enterprise, including policies and plans for the business.
2. Organizing - to determine how the human and material resources of the enterprises are to be utilized in a clear, well-classified organization structure, manned by competent individuals with adequate compensation and incentives.
3. Measuring - to evolve standards, to devise measuring mechanisms to analyze progress and performance.
4. Integrating - to integrate and synchronize the human resources to obtain most effective utilization of men, materials, machines and money - the resources of the business. This, in turn, involves the reuniting of the pieces of work assigned to individuals under the organization structure so as to keep the work of individuals in balance as to nature, cost and timing.

Through these four subfunctions of the work of Management, the goal is to achieve, on time, challenging and difficult-to-attain objectives in the balanced best interests of customers, employees, share owners, and suppliers.

(from Report of Atlanta USDA Leadership Institute)



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U. S. DEPARTMENT OF AGRICULTURE

TRAINING IN ADMINISTRATION WORKSHOP

Philadelphia, Pa.
January 18-22, 1954

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PHILADELPHIA TAM WORKSHOP

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CHARTER FOR TAM WORKSHOPS

The TAM Workshops were planned and are being held under the direction of the Secretary's Committee on Administrative Management in accordance with the policy which was outlined by the Secretary as follows:

"As a part of the general program for the improvement of administration, it is felt desirable to establish a program for in-service training of men and women who show aptitude and promise in the several functions constituting employees who are to receive such training, materials, methods, and facilities for training, and utilization of services of employees who have completed training."

ACKNOWLEDGEMENTS

Paul K. Knierim, coordinator of arrangements for the TAM (Training in Administrative Management) and general chairman for the Philadelphia meeting; all members of the Steering Committee who so ably handled the many details of arrangements; the administration and clerical forces of the Philadelphia agencies who provided their facilities and services for the meeting, and all others who assisted.

Special acknowledgement is extended to the excellent speakers from industry and the Department who contributed valuable time from busy schedules to give us the advantage of their counsel and wide experience.

PREPARATION OF WORKSHOP REPORT

This report was prepared during the period the Workshop was in session in order to develop the contents while proceedings and material presented were still fresh in mind. Also for immediate reference and early application to conduct of current affairs of the various agencies represented. It was not practical, however, to include full summaries of the presentations and discussions or all thoughts expressed or ideas developed. The report contains material which will be of benefit to those concerned with the improvement of management techniques.

We have earnestly endeavored to avoid any inadvertent misinterpretation of a speaker's remarks in this report and trust that such has been the case.

Timothy C. Cronin (Chairman)
William J. Fox
Ralph W. Ruble
Mark P. Shuman
Albert G. Snow, Jr.
Edwin R. Young

PROGRAM
PHILADELPHIA TAM WORKSHOP

January 18-22, 1954

Monday, January 18

Morning

9:00 a.m. Remarks by Mr. Paul K. Knierim, General Chairman
 Introduction of Participants in Workshop
 Welcome by Dr. Charles L. Tebbe, Regional Forester
 Remarks by Dr. P. A. Wells and Dr. Ralph W. Marquis
 Assignment of discussion leaders and reporters
 Organization of Committees

10:00 a.m. *Preparation for Leadership.* Mr. Frank H. Spencer, Assistant Adminis-
 for Management, Agricultural Research Service, U.S.D.A.
 Introduction by Mr. Paul K. Knierim

Afternoon

1:30 p.m. Address by Mr. Frederick W. Babbel, Administrative Assistant to the
 Secretary, U.S.D.A.
 Introduction by Mr. Frank H. Spencer

4:00 p.m. *Value of Administrative Training to the Program Specialist or Scientist*
 A discussion of the recent Harvard Advanced Management Program.
 Dr. G. E. Hilbert, Director, Utilization Research Group, Agricultural
 Research Service, U.S.D.A.
 Introduction by Dr. George C. Nutting

Evening

6:00 p.m. Dinner Meeting - Speakers: Messrs. Frank H. Spencer, G. E. Hilbert,
 P. A. Wells, Alvin C. Watson

Tuesday, January 19

Morning

9:00 a.m. *The Attorney's Role in Management.* Mr. John E. Donahue, Regional At-
 torney, Office of the Solicitor, U.S.D.A.
 Introduction by Mr. Robert Bain

10:30 a.m. *Motivation and Development of Employees.* Mr. William A. Karl, Assis-
 tant to the Director of Human Relations, McCormick and Co., Inc., Baltimo-
 re, Md.; former National Director, Society for the Advancement of Manage-
 ment
 Introduction by Dr. George C. Nutting

Afternoon

1:30 p.m. *Delegation of Authority and Getting Acceptance of Responsibility.*
 Mr. I. V. Abel, Supervisor of Training, Campbell Soup Company,
 Camden, New Jersey
 Introduction by Mr. James Cording, Jr.

Wednesday, January 20

Morning

9:00 a.m. *The Civil Service Commission and its Relationship to Agency Management*
Mr. S. P. Ryder, Regional Director, Civil Service Commission
Introduction by Mr. Claude J. Price

10:30 a.m. *Policy Making and Program Planning.* Mr. Donald A. Williams,
Administrator, Soil Conservation Service, U.S.D.A.
Introduction by Mr. Frank C. Edminster

Afternoon

1:30 p.m. *Group Dynamics in Management.* Dr. Eugene E. Jennings, Assistant
Professor of Industry, Wharton School, University of Pennsylvania
Introduction by Mr. Robert Bain

Thursday, January 21

Morning

9:00 a.m. Review of Discussions
Progress Report by Editorial Committee

10:00 a.m. *Public Relations.* Mr. Yates Catlin, Director of Public Relations,
the American Waterways Operators Inc., and Treasurer, The American
Public Relations Association
Introduction by Mr. Anthony DiSanto

Afternoon

1:30 p.m. *Communications.* Mr. J. E. Kennedy, Manager, Employee Relations,
Pennsylvania Railroad
Introduction by Mr. Chester J. Tyson, Jr.

Friday, January 22

Morning

9:00 a.m. *Administrative Controls (Inspections, Reviews and Reporting)*
Mr. Earl W. Loveridge, Assistant Chief, Forest Service, U.S.D.A.
Introduction by Mr. Andy Brands

Afternoon

1:30 p.m. Final Report by Editorial Committee
Report by Workshop Evaluation Committee
Review of Program and Recommendations for Future Workshops

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January 18-22, 1954

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Achieving Leadership

Frank H. Spencer, Assistant Administrator
Agricultural Research Service, U.S.D.A.

Mr. Spencer, who has talked on this subject at many employee group meetings, mentioned the basic qualities he considered as attributes of leadership. They were listed as knowledge in three areas -- subject-matter, organization, and human nature -- imagination, responsibility, the ability to select key assistants, the ability to delegate, decisiveness, dependability, integrity, unselfishness, loyalty, patience, courage, and faith -- in one's self, in others, in the future, and in God.

Few leaders have all of them to a conspicuous degree; some very effective leaders have only a few of them; on the other hand, there are people who apparently possess most of these characteristics but somehow never become leaders. The mere possession of leadership qualities does not insure to any person a position of leadership.

Steps in Increasing Leadership Qualities

1. Perhaps the most important is to find a cause great enough to command your best effort. Find something to do which calls for the best qualities you have.
2. Keep up with developments in your field. Reading, study, observation, contacts, all are invaluable in keeping up with events in the operating area.
3. Never do less than your best. Failure lies not in falling short of a maximum accomplishment but falling short of the best you can do in a particular situation.
4. Think your problems through - don't be diverted by detail. Concentrate on the essentials of the problem - the details will fall into place.
5. Plan and organize your work. Recognize the necessity for the planning process and carry it through with intelligence and patience. Give due attention to delegation of authority. Then you won't suddenly find that a large operation has been set up and all decisions are devolving on you.
6. Develop decisiveness. Decision making is based on a lot of things - knowledge, observation, analysis, ability to appraise and use a dash of intuition. Practice making decisions by using such authority as you now have, and by thinking what you would do on decisions you do not have authority to make.
7. Train yourself in speaking and seek opportunities to speak. Ability to express yourself is a great asset in leadership. It gets ideas across, it teaches you to think on your feet and develops confidence.

8. Develop your writing ability. It is an aid to clear thinking and vital to communication.
9. Analyze and evaluate yourself frequently. If you can, without either false modesty or over-inflation, really determine just how good you are and in what field you do the best work, and then get into that field at a level commensurate with your ability you will have a much happier life and a more useful one.
10. Never betray a confidence. There is only one way to treat a confidence, personal or official, and that is to keep it.
11. Don't make promises lightly, and keep the ones you make. If you earn the reputation of keeping your promises there is no asset that will help you more when you are in a really tight spot.
12. Be a good loser. Any person worth his salt will do everything he legitimately can to carry his point but the important thing to remember is that there are some things you can't do to win if you intend to maintain your standards, and if you do lose there is nothing to be gained by conducting post-mortems or harboring resentments.
13. Do your best to negotiate differences. The man who develops the idea that he simply must have his own way is riding for a serious fall. At the same time, do not sacrifice principles to expediency.
14. Keep control of your temper. Frequent or unwarranted outbursts tend to antagonize people, destroy sound judgment and wind up by making you feel ashamed.
15. Pray for God's help and guidance.

Finally, do you really want to be a leader? If you think just about personal gain, probably you don't. There are easier ways of making money. But if your motivation is based on wanting to advance sound causes and putting your talents where they will do the most good, then you are on a sound foundation. Do not fail, however, to count the cost. It will take a great deal of time and effort - time which very often you would rather be spending in doing something else, and effort which will often seem like a hard grind with no particular reward.

What you must have is a sense of a job which will contribute to human welfare and in which you are qualified and anxious to have a substantial part. The knowledge that you have aspired to such a part and in some degree attained it, will give you a rich and lasting satisfaction which cannot be measured in any other terms.

Discussion Leader - Edward B. Angle

Many of the points raised during the discussion further emphasized the principles concerned with human relations. Selection of those to be trained should be done with great care. Before any great success in training can be achieved it is necessary to get the trainees to want to do something about using their special talents to best advantage, and have a real desire to learn. Mr. Spencer also cautioned that in day to day business enthusiasm, while a virtue, must be controlled in order to avoid too hasty action. Degree of control is difficult to define in a generalized way since circumstances and individual characteristics differ so markedly. In conclusion Mr. Spencer said it was very important that just as far as possible the whole staff be fully informed of all actions and pending changes, both bad and good.

Robert Bain
Reporter

People in Management

Mr. Frederick W. Babbel

Administrative Assistant to the Secretary, U.S.D.A.

Mr. Babbel discussed two phases of administrative management, namely:
People in management and the making of decisions.

People - One of the principle functions of management is to keep the people in management happy and productive. "Man" is the first and most important syllable in the word management. People are continually the concern of management. Many of the problems and troubles of management will disappear when management gives full consideration to the people in the organization. The planning of programs and activities are important functions of an organization, however success is not likely unless management gives full consideration to the feelings and opinions of the people in the planning of the programs. Managers must delegate authority, but unless the people to whom the authority is delegated feel that they "belong" they are not likely to fulfill their responsibilities to the best of their ability.

"PEOPLE Do Not Care
How Much We KNOW
If They Do Not KNOW
How Much We CARE"

Although the objectives of the recent reorganization of the Department of Agriculture were to develop more efficiency in operation and greater service to the public, one of the primary concerns of Secretary Benson during the reorganization was for the people in the Department. The planning was done with the objective of hurting as few people as possible and of helping improve the welfare of all the people. This was partially accomplished by moving groups rather than individuals when adjustments and rearrangements were made. The Secretary of Agriculture was as concerned with people as with programs.

Decisions - Mr. Babbel discussed the following simple and effective method found in industry for making decisions. Heretofore an important principle in making a decision was to "get the facts". Getting the facts is all right in theory, but the application was not wide enough. Too frequently preconceived notions became the problem. It is necessary in each decision to determine what kind of structure you will have concerning people. Management is not concerned so much today with things as with people. The following is a check list which can be used in handling a problem and in making a decision:

1. Problem - It is the situation or condition now existing that you would like to change or correct.
2. Objective or Goal - Situation or condition you would like to have as it effects:
 - a. Costs - Operating Ratios
 - b. Services

- c. People - Those directly concerned
including the public
- d. Production

The above items are not all-inclusive and other items should be added as needed. Check to see if what you do will give the end result wanted.

Costs are generally thought of as operating ratios of cost to expense. To obtain an objective does not necessarily mean reduction of costs or firing of people, but often the realignment of functions.

The solution of problems always involves people. People resist change and therefore they must be considered when a change or correction is to be made. Stubbornness in people is often a result of mismanagement. Create a desire in the people for the change. Cooperation from the people is obtained by management showing cooperation with the people. What you give to people they will give back. Show faith in the people and they will respond with loyalty. One of the biggest concerns of management is interest in people. This may sound like Utopia but it works.

Discussion Leader - Charles Bronstein

Technical men selected as supervisors do not, because of their technical training, necessarily make good supervisors. To make a technical man a supervisor when not qualified could spoil a good technician as well as spoil the personnel he supervises.

In solving problems the facts of the case as well as the feelings and opinions of the people should be considered. The facts are not always as important as the feelings and opinions of the people.

Management should be concerned with its people both on and off the job. However, management must never do anything for their people which they can and ought to do for themselves. The philosophy should be to stimulate the action of the people rather than piling things on them or forcing them to do things for themselves. People don't like to be forced to do a thing - even when it's for their own good.

Standardized nomenclature for U.S.D.A. organizational chart:

- Service - Administrator
- Division - Director
- Branch - Chief
- Section - Head
- Unit - Supervisor

There is no formula for developing judgment. The determination of facts and the analysis of facts are difficult, but to smoke out real reasons ask question "Why?", and then "In addition - to?"

Andy Brands
Reporter

Recent Harvard University Advanced Management Program

Dr. G. E. Hilbert, Director, Utilization Research Group
Agricultural Research Service, U. S. Department of Agriculture

During the past 50 years management science has trailed physical science in advancement. When World War II started there was a special need for administrators. Scientists and other specialists with little or no training in management were required to take on some administrative duties. Educational institutions lacked programs for developing supervisors. In 1942 Harvard University started its advanced management program. Dr. Hilbert attended one of these 3 months courses in a 160-member class, including business executives, high military officers and representatives of other governmental agencies.

Dr. Hilbert reported that the case method of study proved to be the most practical teaching procedure. This method placed the student in the position of the supervisor. Participants learned much about human nature because of the varied viewpoints. Line and staff viewpoints clashed. Many resisted change. When the individual was not directly involved, all cases were viewed impartially and enthusiastically. Sometimes as many as 10 to 15 solutions were offered for a problem.

The six courses listed below were included in the curriculum:

- (1) Administrative Practices. This included a study of a wide variety of personnel problems. Personnel problems often arise because some aspect of the employee's security is affected. Regular staff meetings to discuss teamwork and policy is one method of avoiding some of these personnel problems. At times a compromise approach to some problems is needed. Top notch supervisors who understand people, and who do nothing but supervise, are urgently needed.
- (2) Labor Relations. The study of the conflict of employee and management interests was covered, and means of minimizing these discussed. Since management's main interest was production, and the union's main interest was financial security of their members, compromises were again necessary.
- (3) Business Policy. This course stressed mainly executive development. An approach to this problem was provided by psychological testing, development ratings, and coaching. Also a favorite subject of discussion under this heading was executive compensation.
- (4) Cost and Finance. Cost and finance served as a base for control, and in making decisions. The needs have to be clear cut - not based on wishful thinking. Value and costs are carefully weighed in making policy decisions.

- (5) Marketing and Merchandising. Merchandising techniques, such as creation of desire, were covered. Also studied were Federal regulation of trade, such as monopolies and regulatory groups. The need for adequate communications in this area was stressed.
- (6) Business in the Nation. Emphasis was given to the need for business working more closely with Government. In these contacts more progress in evaluating the human element is a necessity.

Discussion Leader - A. G. Snow, Jr.

All Workshop members participated with Dr. Hilbert in developing a reasonable solution to a management problem relating to the personal, unofficial use by a program employee of U.S.D.A. equipment, involving damage and repairs. It was the consensus that the employee should be required (1) to pay all repair costs, and (2) receive an official reprimand for unauthorized use of U.S.D.A. equipment. However, in the development of the solution most Workshop personnel were cautious, emphasizing the fact that the supervisor should temper his action, acting as if he were the employee to be judged and disciplined.

Chester F. Diehl
Reporter

The Attorney's Role in Management

John E. Donahue, Regional Attorney
Office of the Solicitor, U.S.D.A.

Mr. Donahue stated that the basis of all federal law is the Constitution of the United States, the instrument so often referred to and more debated by lawyers than any other American document. He defined a constitution as an agreement or compact between men, providing for a government, and set down in writing. It is an expression of rights and limitations entered into by the people of the various states between themselves or granted by them to a central government. Government, then derives all of its power from the people. Man's basic inalienable rights are defined in the Declaration of Independence. At the time the United States Constitution was adopted, the people were jealous and apprehensive about powers granted to a central Government as a result of their experiences with the English crown. This feeling was carried in the 10th Amendment where the powers not specifically granted the Federal Government are reserved to the States or to the people.

The States were originally and are today sovereign and the people had and have the basic power to govern themselves through State legislatures except as to those powers specifically delegated to the Federal Government.

The States have delegated to the central government powers related to activities which the states cannot advantageously perform for themselves. Examples of such delegated powers are the power to coin money, establishment by the Federal Government of Post Offices, and the power to regulate interstate commerce.

The Federal Government can legislate only the powers granted it in the Constitution. Acts of state legislatures are held constitutional, Mr. Donahue stated, unless the measure is prohibited by the state constitution or the power over the subject has been granted to the Federal Government. On the other hand, acts of Congress, to be held constitutional, must find authority in the Federal Government. The State-Federal set-up is called "Dual Sovereignty."

Mr. Donahue reviewed the Constitutional provisions for three branches of government, the executive, the legislative and the judicial. This was done to provide that the Government "be one of laws and not of men." The legislative makes the laws, the executive enforces them and the judicial interprets them. This is a system of "checks and balances."

An important function of the Government lawyer is to keep administrative people within legal boundaries and in a legally supportable position at all times. The lawyer's job is to discover how to get things done that the administrators want accomplished provided the end result is legally supportable.

The lawyer's approach here is to find the intent of Congress. The attorney must act upon a course which would seem desirable from the viewpoint of a

judge. This approach of "finding the intent" is distinct from the "dictionary school" of thought. As examples of what might happen if court decisions were made by the "dictionary method", Mr. Donahue cited the following statutes:

1. A state law prohibiting shooting on a public road "except for the purpose of killing dangerous animals or an officer in pursuit of his duty," and
2. A law stating, "it is unlawful to change the ear-mark of an unmarked hog.....".

Other examples of the use of "intent of Congress" theory were offered by Mr. Donahue. Mr. Donahue pointed to the provision in the Rural Electrification Act stating that a "rural area" is an area not within a town or village having 1500 or more population. R.E.A. financed lines do in some instances extend to villages having a population exceeding that figure. In such cases it has been construed that the "intent" of Congress was to bring service to rural areas. Therefore, if it were necessary in certain cases to have R.E.A. lines in a town of 5000 population, for example, and to build facilities in such a town in order to serve a large rural area, this might be permissible under the "intent of Congress" theory and in order to achieve the Congressional objective of serving areas not receiving central station electric service.

Also, the delegation of inter-state (but not intra-state) power to the Federal Government poses problems. If certain intra-state activities interfere with proper inter-state regulation, it has been held that the intra-state business could be regulated by the Federal Government on the theory that intra-state matters must not "obstruct" inter-state commerce. Milk marketing orders were cited as examples where intra-state handling might affect the entire milk regulation plan.

The power to legislate cannot be delegated to the executive branch. The tendency of the legislative branch has been at times to delegate power to executive agencies. Carrying out delegated powers must be accomplished with care and under well defined standards.

Mr. Donahue described the organization of the Solicitor's Office. The Solicitor is the chief Departmental law officer and counsel to the Secretary. Program work is directed by six Associate Solicitors. The work of the sixteen field offices is mainly program work. Mr. Donahue stated that the lawyer in U.S.D.A. has the function of advising on difficulties and handling program work and should be viewed like a "doctor of preventive medicine." He stressed that much difficulty can be avoided by administrative officials if they consult with the attorney before rather than after they act.

Discussion Leader - Donald T. Dinsmore

The discussion was spontaneous but for the most part related to specific problems of small groups. The following points were made, however, of interest to all employees of the Department.

1. The supervisor who has authority to execute a document signs it not for himself but for the Government. He represents the Government by virtue of his authority, and if the supervisor has acted properly under such authority any legal action is generally taken against the Government and not the individual.
2. The case of employees driving Government vehicles was discussed. If an action is instituted against the employee (rather than against the Government), the employee will probably have counsel provided by the U. S. Attorney or the Solicitor's Office for the reason that a decision against the employee might later react to the disadvantage of the Government in a suit made under the Federal Tort Claims Act. It was advised, however, that employees driving Government vehicles be protected by insurance obtained at their own expense.

James Cording, Jr.
Reporter

Motivation and Development of Employees

William A. Karl, Assistant to the Director of Human Relations
McCormick and Company, Inc., Baltimore, Maryland

"Building men and women" - is the simple phrase Mr. Karl used to summarize the comments he planned to present to us; and he shortened our program title to "BUILD FORCES", by substituting build for "development" and forces for "motivating." Then quoted Edwin Markham: "We are blind unless we see in all this human plan, that nothing is worth the building if it doesn't build a man. Why build a city or an organization glorious and let men unbuilted go; in vain we build what ere we build unless the builders grow."

"BUILD FORCES" - was developed by Mr. Karl according to the outline shown below:

Broaden Base or Belonging

Start with the letter "B" and pin point the words "broadening the base in an organization" or developing in each and every supervisor and employee a feeling of Belonging and taking an active part in the affairs of the department or the unit in which they work.

Have short meetings to talk things over. Employees want to know department or unit objectives - what is expected of them. "We all like to get into the act." Their feelings of accomplishment should be stimulated and gratified.

McCormick and Company has established a management technique known as "Multiple Management," and as the words imply, they mean - management by many. Various subservient boards of control are set up under the Senior Board. These are made up of the junior executives, factory executives, sales executives, and merchandising and advertising executives. The factory and junior boards are self-elective boards, based on a merit rating form, copies of which are available for distribution. They are elected for a period of six months, and they have the privilege of checking through any or all of the company operations, discussing them freely and making unanimous recommendations to the Senior Board of Directors for changes and improvement.

The Sales, Merchandising and Advertising Boards are selected by the sales directors and assistant sales directors, based on the contributions that the men in these two divisions of the business have made to the success of the respective divisions of the business.

Unification or Understanding

The next letter is "U", for the development of Unification in operation and an "Esprit de Corps" which signifies the common devotion of a common group to a common cause. It is this feeling of devotion to one great unity of action that is so important to the success of the group or the individuals in the group. This can be called "developing morale," which Webster has defined as that mental state which makes men capable of great

courage, great effort, as it embodies the factors of zeal, zest, spirit, hope, confidence, faith, will, and resolution.

Develop the right attitude. As Dr. Karl Menninger, the noted psychiatrist, has observed, "Attitudes are more important than facts." Mental attitude may overwhelm before you can actually deal with the facts.

Initiative

The next characteristic under "I" is Initiative. This is one of the most important characteristics for individual and group success. In order to develop initiative, the employee's counsel and advice must be sought after and put into effect as quickly as possible.

Loyalty

Develop loyalty to other employees, as well as to the company, by thoroughly familiarizing the employee with the objectives of the company and the part they are expected to play in achieving these objectives.

Decisions and Determination

Strengthen determination on the part of supervisors, and the ability to make decisions which are prompted by impartiality and justice to avoid the comparative complex inherent in everyone. Watch likes and dislikes. Do not accentuate virtues and minimize faults in those we like best. Do not accentuate faults and minimize virtues in those we like least.

Having developed the above characteristics in our employees, try to motivate the employee into action by the following forces:

Faith and Fairness

An employee should be encouraged to have faith in himself, his associates, and his company; fairness in rates of pay for a fair day's work, as well as the family spirit.

Orientation - Opportunity

An efficient organization must provide opportunity to the aggressive employee to progress. Orientation of each employee is also important so that he is familiar with all phases of the business in which he is to play a part and with which he is to come in contact.

Responsibility and Recognition

Extend responsibility to employees and recognize them for a good job done. Performance ratings which they go over with the supervisor every six months should include a heart-to-heart talk so that an understanding is given as to the points that need strengthening, as well as compliments for the good characteristics developed.

Communications and Competitive Spirit

Clear communications vertically and horizontally are most essential. Monthly meetings of all employees and departmental meetings of supervisors, annual meetings of the employees giving them full and complete information regarding the annual financial report, and the printing of a house organ known as "Tea Time Tales." Endeavor to foster the competitive spirit which is accentuated in elections to boards, sponsorship plan, and participation in committee work.

Education, Training - Enthusiasm - Economic Security

An organization should be eager to endeavor to educate and train employee for example, through office and factory training meetings, supplemented by education on the outside through the vocational guidance division of the public schools. Emphasize and stress security such as employees' sick benefit, steady work, employees' dividends, employees' scholarship plan, and pension program which takes into consideration the pensioner five years before he is ready to be pensioned, as well as carries on after the employee has been pensioned.

Discussion Leader - Frank C. Edminster

During the active discussion period Mr. Karl emphasized the following - good human relations develop and motivate employees to want to do their jobs better and cooperate with their fellow workers to attain group success (McCormick's Personal Progress and Rate History Sheet for line employees places RELATIONS WITH OTHERS above job knowledge, quality and quantity of work). Employers should try in every conceivable way to allow an employee to attain the fullest degree of success comparable with his ability, and recognize that the power of people with the right attitude is unlimited. Mr. Karl closed by quoting from Kipling:

"Not as a ladder from earth to Heaven,
Not as a witness to any creed,
But simple service simply given
To his own kind in his common need."

Anthony DiSanto
Reporter

Delegation of Authority and Getting Acceptance of Responsibility

I. V. Abel, Supervisor of Training
Campbell Soup Company, Camden, N. J.

Mr. Abel is Supervisor of Training for the Campbell Soup Company, Camden, N. J. He has wide experience in a number of industries. His desire for a knowledge of operations, all along the line, has led him into many fields of endeavor in a short span of years.

The problem of Delegation of Authority and Getting Acceptance of Responsibility is a major problem in both Industry and Government. It was pointed out that in delegating authority or in obtaining acceptance of responsibility that defining terms - so that everyone sees things alike - is extremely important.

Mr. Abel mentioned that Leaders could be divided into five groups as follows:

1. The Diplomatic Leaders (tries to manipulate people)
2. The Autocratic Leader (issues orders and demands strict obedience)
3. The Democratic Leader (invites questions)
4. The Laissez-Faire Leader (lets things work themselves out)
5. The Bureaucratic Leader (sticks to the book, always checks the rules)

Although there are five types of leaders a good leader must rely on combinations of the methods used by the individual types to be most effective. The success of a leader depends on how, when and to what extent each method is employed.

An effort was made to show that the Administrative goals of Government and Business are much the same even though the end products might seem different.

It was pointed out that, generally speaking, the purpose of government is service. In the case of a manufacturing concern it is also service in that efforts are made continually to provide a better product to more and more people by lowering costs. Organization charts for the U. S. Department of Agriculture and Industry were compared to show that they are much alike in lines of authority.

Authority was reported to have three functions:

1. Those on which a supervisor can use full authority without consulting superiors.
2. Those on which a supervisor can make a decision but informs superiors of that decision.
3. Those where recommendations are made to the superiors and a decision received.

In discussing problems that arise, Mr. Abel indicated that they could often be attributed to the following:

1. Policies not workable at the lowest levels.
2. Responsibility out of balance with authority.
3. Supervisors performing tasks that could be better handled by their subordinates.
4. Supervisors not having authority to reprimand.
5. Division of authority and responsibility not clearly defined.
6. Flexibility not permitted in connection with decisions.
7. Supervisors overstepping authority by making promises they cannot fill.

Group actions in solving problems were discussed. This type of action is reported to have merited attention by many large corporations. Some companies use a group chosen from all levels to inform top management about policy troubles.

To demonstrate group action in solving problems, Mr. Abel asked for problems. He then divided the workshop participants into six buzz groups and presented one of these problems to each group for solution. The group problems and the solutions, conclusions or recommendations follow:

Group #1

Problem: A supervisor has a safety man whose safety program is coasting. How can this safety man be persuaded to keep the program active during periods of few accidents?

Solution, conclusion or recommendations.

1. Organize definite competition with other groups.
2. Hold regular group meetings on safety.
3. Carry on a preventive program through regular inspections and soliciting suggestions.
4. Hold on-the-spot post mortem discussions of every accident.
5. Keep safety posters current.
6. Provide handout material on slogans, accident records, and review of incidents.
7. Have mandatory first aid training.
(Additional ideas resulting from discussion by entire group)
8. Have entire organization support and display an active interest in safety.
9. Inform employees regarding the availability of protective devices and provide instructions in their use.
10. New types of jobs should be studied for safety hazards and special safety training follow-up.
11. Make safety part of job description and an item on which an employee is rated.

Group #2

Problem: How to get the supervisor to assume responsibility of training.

Solution, conclusion or recommendations:

1. Spell out the training responsibility to him in his job description or performance standard.
2. Explain why the need for training.
3. Train him to meet the responsibility.
4. Offer assistance in developing and carrying out training program.
5. Follow-up.
6. Take administrative action as a last resort.

Group #3

Problem: How do you treat a supervisor who makes his own rules according to his likes and dislikes?

Solution, conclusion or recommendations:

1. Assign him temporarily to work with another man who does his work properly with the hope that the association and education will bring the man into line.
2. Hold conferences with groups of supervisors on the same level to bring such problems to light and follow through with further education and instructions.
3. Make him responsible for solving some of the problems he has created by doing his work according to his likes and dislikes.

Group #4

Problem: How to get a supervisor to use all his authority.

Solution, conclusion, or recommendations:

1. Clarify the job responsibilities beyond doubt.
 - a. Review of job specifications in detail.
 - b. Review his position in the organization and the line of authority.
 - c. Determine specific training needs by review of past experiences and performance, past training and known weaknesses.
 - d. Develop incentive for acceptance of his responsibility by a well planned program of counseling which pin-points the particular weaknesses.
 - e. Follow through and evaluate accomplishment of purpose at regular intervals.

Group #5

Problem: How can we increase efficiency of clerks and staff members?

Solution, conclusion or recommendations:

1. Identify problem - is inefficiency general or limited to specific individuals.
2. Bring together individuals involved by work groups. Discuss problem and ask for solution.
3. Check working arrangements.
 - a. Are jobs clearly defined?
 - b. Are lines of responsibility simple and understood?
 - c. Is job training adequate?
 - d. Is morale poor - if so, why?
4. Clarify job procedures and relationships and promote better employee relations.

Group #6

Problem: How do you get your supervisor to delegate to you the authority you feel is rightfully yours?

The following were assumptions in arriving at the conclusion:

1. Supervisor feels the subordinate lacks qualities to be responsible for this authority.
2. Supervisor of autocratic type.
3. Lack of coordination between supervisor and subordinate.
4. Delegation of authority made to another subordinate of same level due to differences in personality, etc. between two subordinates.

Solution, conclusion or recommendations:

1. Discuss situation with supervisor. Subordinate should demonstrate he has the ability to assume the authority he desires.
2. Discuss situation with supervisor. If unsuccessful after discussion then appeal case to higher administrative office for review of situation.
3. Subordinate should work more closely with the supervisor.

Discussion Leader - Prescott S. Farrar

Following the group buzz sessions all participants discussed each solution. Mr. Abel ended his presentation on the note that human relations are of great importance and that imparting the feeling of belonging and recognition of accomplishments are primary essentials for smooth and efficient operations.

John R. George
Reporter

The Civil Service Commission and Its Relationship to Agency Management

S. P. Ryder, Regional Director
Civil Service Commission
Philadelphia, Pennsylvania

Mr. Ryder began his talk by outlining the history and growth of the Civil Service system which was established in 1863. It has served the federal worker for many years and has protected the integrity of the career service through the elimination of the spoils system.

Looking at the Commission today in comparison with its earlier days you get an excellent picture of its growth. Recruitment and examining, once materially the Commission's sole functions, are now largely turned over to the agencies under delegated authority. Under this authority agencies operate through Boards of Civil Service Examiners and now do much of their own recruiting, examining and placement.

However, other phases of placement such as the medical program involving the placement of the physically handicapped, and the large field of suitability and loyalty determinations are still primarily the responsibility of the Commission. At the present time approximately half of the Commission's regional office staff is engaged in this work which involves the investigation of individuals presently in the federal service or who have applied for federal employment.

The central office of the Commission maintains a master index of all investigations made by the executive branch since 1939. This index includes information from other investigative agencies of the government in order to avoid duplication of effort. The central office also maintains the service record of all federal employees.

Authority has been delegated to the agencies to effect many types of non-competitive personnel actions. These actions are audited through the inspection program of the Commission. The personnel management program and practices of an agency as well as their personnel records are inspected. This includes such fields as performance ratings, career and promotion program development, fair employment, and grievance systems, etc., and involves discussion by the inspector with agency employees to assure that the agency does in fact have such programs and applies them. Whenever there is a finding that an agency is abusing certain authorities delegated to them by the Commission the Commission can withdraw this authority. The agency would then have to get the prior approval of the Commission before effecting such personnel actions. The central office handles all Hatch Act (prohibited political activity) cases.

There is a vigorous veteran's program which is designed to further employment of veterans and to insure that veteran employees returning from military service receive the treatment to which they are entitled under the Veterans Preference Act and the Universal Military Training and Service Act.

At the present time the Commission is studying the problems of overseas federal personnel management. This is a field entirely different from federal personnel management in this country. Work is under way to attempt to build a career service in this field.

A fact campaign is in progress through which it is hoped that the public can be made to feel that the federal workers are loyal and productive. This campaign includes getting the dramatic things done by the federal worker before the public. This work needs to be stressed continually and while the Department of Agriculture is doing some good work in this field it is felt that we could do more.

The Commission has thus come a long way in its program from the limited concept when it was originally established. Recently there have been some significant changes in organization. Until recently there were about 20 divisions and staff offices reporting to the Executive Director. Most of these have been reorganized into 5 bureaus. This has reduced greatly the number of people reporting to the Executive Director and has resulted in simplified operation. As a result of this reorganization it is believed that more time can be devoted to important program planning, standards, and other staff tasks than was true before the reorganization.

Recently Mr. Ryder had an opportunity to review the annual report of the Director of Personnel for the Department of Agriculture. He found that it covered most of the personnel management matters in which the Commission is interested. It is apparent that there has been comparable development between the Department and the Commission in respect to personnel management. Agriculture has been one of the leaders in developing personnel management programs. For example, executive development has been going on in Agriculture for a long time.

The federal service is too big to operate from any central point. This is one of the reasons for the large scale delegation of authority to the agencies. However, as Mr. Ismar Baruch has observed; "decentralization does not mean disintegration, and, delegation does not mean abdication". The inspection function of the Commission serves to assure that the delegation of authority is being handled properly.

The degree of specialization in the Department of Agriculture has made it necessary to set up Boards of Expert Civil Service Examiners. These boards have technically competent subject matter people handle the examining and rating process. This has provided for improved personnel selection. It has also resulted in better relations between the Commission and the Department as it tends to eliminate arguments that the Commission did not understand the Department's technical problems. The trend is toward continued delegations of authority and getting out more and better standards.

There is new emphasis on visits to the agencies to stress the idea that the Commission has responsibility as the central personnel agency for leadership in personnel management. This responsibility is exercised in various ways. The inspectors look the agency program over and offer suggestions, and inspection notes are issued describing good points found in various inspections. The Commission is now better organized to take the lead in this field as a result of the recent reorganization.

There has been a lot of discussion about Schedule C jobs. These are jobs of a policy making or confidential character. Actually 886 such positions to date were approved for Schedule C. However, 922 were rejected. The career employee going into such positions is now fully aware that he loses certain civil service rights by accepting the appointment and is leaving the career service.

There is a plan in operation for the uniform treatment across agency lines of federal career employees separated by reduction in force. This is known as the separated career employee program. Further studies are now under way to improve this program, as well as to inquire into wage and pay problems, leave, retirement, unemployment compensation and other important aspects of personnel management.

Discussion Leader - Timothy C. Cronin

The discussion covered a wide range of subjects, including Civil Service Commission inspection activity, exemptions from Civil Service Commission, age limits, selection, terminations, career employees, probation periods. Because of the variety of questions, some general and some specific, it is not practical to include here a summary of the decisions given. However, it seems important to report the group consensus that more careful attention should be given to employee performance during probationary periods.

John U. Jagot
Reporter

Policy Making and Program Planning

D. A. Williams, Administrator
Soil Conservation Service, U.S.D.A.

Mr. Williams pointed out that actually all business as well as Government operations in this country begin with public permission and exist by public support; and to be assured of effective Department service to the public policy making and program planning are basic.

I. What is Policy?:

- a. Policy is an approved course or a guide for administrative action. It is the establishment of "ground rules" for discharging our responsibilities.
- b. Rules and regulations are not policy, but the determination of the kind and extent of rules and regulations is policy.
- c. Planning to carry out policy is an integral part of policy making.
- d. Policy cannot have its full effect unless it is recognized by all employees as policy.

II. Foundation for Policy:

- a. In government our purpose is to serve the public. Each program has its own specific field of service. The Soil Conservation Service's job is to serve farmers by furnishing technical assistance in planning and applying measures for soil and water conservation. The policies of the Service are directed toward furnishing that service to farmers in the most efficient and effective manner possible. Our purpose must be constantly kept in mind.
- b. The human element must be present in policy. We deal entirely with people -- people in the organization and people served by the organization.
- c. Policy should be dynamic. Static policy or constantly changing policy is self destroying. Policy needs to be flexible but consistent.
- d. Policy making and program planning is a continuous process. It isn't something an administrator does by setting aside every other Thursday afternoon for that specific purpose. As circumstances develop and problems arise, policy must be determined and program plans must be made for implementing those policies.

III. Who Makes Policy?:

- a. Public policies are based on the wishes and desires of the people. There are all levels and degrees of policy in government.

- b. The Congress establishes policy by enacting laws, passing resolutions, and establishing legislative records. Policy is established by executive order from the President and Cabinet members. Policy is established through administrative rules and regulations as developed by the General Accounting Office, Civil Service Commission, Budget Bureau, court decisions, etc.
- c. An administrator of an agency must have specific policy for discharging his responsibilities. He must determine that policy within a framework of already established policy. This applies to the agency head and to each line officer on down.
- d. As responsibilities are delegated to other administrative officers within an organization, they must have policy for discharging their responsibilities. Therefore, policy in varying degrees is made by officers at every level of administration within an organization. Policy determined at the work level can best meet local conditions. Authority must always accompany responsibility. Upper level policy must be broad enough for the necessary latitude at each lower level.
- e. The final authority and responsibility for approving policy rests with the administrator of the agency, within the broad framework of higher determined policy.
- f. Where good communications between top and bottom of an organization exist, the soundest policy often originates at the field operating level. "Blocks" in communications often cause policy making "in a vacuum," which results in unworkable or too specific policies.
- g. The use of staff members in developing policy gives the administrator the advantage of a variety of opinions from people who can study the problem intensively. However, staff people should not be allowed to make decisions nor the policies themselves.
- h. In the Soil Conservation Service, policy is the product of group development. Continuing study is made of legislative hearings, new legislation, executive orders and statements to keep abreast of the people's expression of desires. Ideas flow from the lowest level of the organization through line officers to the administrator. Staff officers contribute their counsel.

IV. Program Planning:

- a. Program planning is an integral part of policy making. It is a matter of developing plans for making policy effective.
- b. Plans must be made to make the best use of all available resources -- manpower, machinery, funds, etc. The time element enters into these plans.
- c. Legal provisions must be adhered to.

- d. Plans must provide for the expansion or contraction of available resources.
- e. Plans must provide for needed improvements as revealed by inspections and program evaluations. Inspections and evaluations should help the man inspected.
- f. Plans must be purposeful to gain public support and build and maintain high morale within the organization. Public support is essential to U.S.D.A. programs.

V. Understanding of Policy:

- a. Policy should be in writing, expressed simply and clearly, and should be accessible to all concerned.
- b. A basic policy guide for the agency should be known and understood by all employees and should be used in training new employees.
- c. Employees need to understand the "background forces" that brought policy into being.
- d. Group development of policy facilitates its understanding and promotes enthusiasm for it.
- e. Policy should be expressed consistently in correspondence, public statements, and informal conversations.
- f. "A ship will never reach its destination without a planned and guided course to steer by."

Discussion Leader - George C. Nutting

The question was raised as to communications in the Soil Conservation Service. Mr. Williams mentioned letters to all employees which had been issued in a very informal and personal tone and the many letters he had received from field men who apparently appreciated that type of communication from higher up. It was the speaker's idea that the best way for ideas to go from the field offices to the broader policy makers was by supervisors passing them on up, and that this would depend on a wholesome attitude at the various levels.

Another question involved the difficulty of making policies broad enough to permit the necessary local interpretation yet specific enough to guide the program. It was Mr. Williams' opinion that this was the prime difficulty in policy formation but nevertheless it should be given the greatest consideration at all policy making levels. One way of helping achieve this is a periodic review of policies by a committee composed of members from all levels of the organization.

In response to several questions on the scheduling of individuals' activities, Mr. Williams stated that it was Soil Conservation Service policy to schedule

but that the period to be scheduled was left to local determination. He also thought that scheduling and plans of operations, etc. would not be carried to the point of limiting returns under normal conditions.

Mr. Williams mentioned that the success of the many cooperative programs of the Department depended on mutual planning and mutual understanding between the Department agency folks and the other groups involved.

Edward R. Keil
Reporter

Group Dynamics in Management

Dr. Eugene E. Jennings, Assistant Professor of Industry
Wharton School, University of Pennsylvania

Recently Dr. Jennings, who has had practical and teaching experience in human relations, has been using successfully an experimentally developed method of selecting and training industrial supervisors. In his Forced Leadership Training, leadership evolves from a setup group situation, and the leaders are identified by their patterns of interaction without regard to assumed leadership traits.

The Group-Situation Approach requires that members have the following in common:

Physical proximity - Each individual having equal physical proximity to the body of the group.

Social proximity - Sharing something or having something in common such as attitude, belief, goal, etc.

Interaction proximity - People interact together so such interaction produces something that they will take away from the session.

The use of group dynamics in Forced Leadership Training involved the procedure listed below:

1. Bring the group into physical proximity - a circle or semi-circle preferred. This is necessary for good group climate or cohesion. About twenty people would be about the right size group.
2. See to it that members making up the group have developed social proximity. This is a principle you must follow to succeed in any training by groups.
3. The group must share in the training to succeed. Each member must feel a need for the planned training. The group will be used to help do the training.
4. Obtain from the group several problems common to it for solution by case study.
5. Next divide the group into four units of five each. Let each choose his group. This will bring about needed social proximity. No group will have a designated leader.
6. Provide each group with a single problem, and set a time limit for solution. All must agree on the solution and the individual presenting it will be considered the leader.
7. About a week later have another session using a different problem, and group the leaders of the first session in a single unit. The remaining members will divide by choice into three other groups.

8. In the following weeks session use a new problem. Assemble leaders of first and second sessions into two groups. The remaining members will form two other groups for problem solution as in previous sessions. Process is continued until such time as last four non-leaders have selected a leader and there remains but two or three non-leaders. Through this method a member becomes a leader as he performs certain functions in the group.

Dr. Jennings claims the values of group training are; All members have a feeling of being needed. Feelings and opinions of all must be considered in the solution of the problems. All are members of a group and develop a sense of belonging due to social proximity.

Failures in group training may be due to the following; Need for training not felt by trainees. Subject matter not known to the group.

Discussion Leader - Irvin C. Reigner

In the general discussion Dr. Jennings brought out the fact that small groups could be used. For example, in a group of ten people divide the group into the following sizes 3, 3 and 4, for the first session. Groups for the purpose of forced leadership training can be as small as 2 and not larger than 7.

This method will bring out the dictatorial type of leader. He will come to the front in the first session but will no doubt meet his Waterloo in later sessions when included with leaders of other groups.

One of the workshop members suggested that traits should not be discarded as a means of selecting leaders. To this Dr. Jennings replied that in a personality test it was found that the number among leaders and non-leaders was equal. There were no significant differences in personality traits between leaders and non-leaders. Intelligence tests brought out about the same story.

It was Dr. Jennings' advice that training be voluntary rather than mandatory -- designation by supervisors as to who will attend. If it is voluntary there will be better participation. Also the trainer must do a good job to keep trainees interested and coming to training sessions. Dr. Jennings asked TAM class members to keep him informed about results of any use of this method, because it is considered to be in continuous experimental process.

Ephe M. Olliver
Reporter

Public Relations

Yates Catlin, Director of Public Relations
American Waterway Operators, Inc.

Each of us has Public Relations. We make them good or poor.

Public Relations is the management function which evaluates public attitudes, identifies the policies and procedures of an individual or an organization with the public interest, and executes a program of action to earn public understanding and acceptance. Public Relations is the engineering of consent, making friends, doing unto others what we would have others do unto us. Public Relations is a smile.

Mr. Catlin stated that seven maxims guide current Public Relations activities in the area of mass communications and attitude changing:

1. If people know you better, they will like you more.
2. What people know about a subject depends roughly upon the amount said and published about it.
3. To convince people, state your proposition in terms of their self-interest.
4. People are interested (first) in people; (second) in things; (third) in ideas.
5. People's attitudes are more easily reached through their emotions than through their intellects.
6. Statements should be positive; it is more effective to be for something than against something.
7. Repetition is an essential to strengthening or changing attitudes.

The kind of Public Relations an institution or organization achieves today depends almost entirely upon its integrity -- not upon the ingenuity of its public relations department -- good deeds, not words, produce good Public Relations. The effective Public Relations Department must help formulate policies and guide their execution to be 100 percent effective. Everyone in management should be grateful for the opportunity to account for stewardship. If your job cannot stand the light of day you should find a new job. A railroad executive once said two entries should be made for every transaction -- one in terms of dollars and cents and the other in terms of good will.

Modern Public Relations resolves itself into an effort to return to or approach, as nearly as possible, the personal, man-to-man contacts and understandings which were possible, usual and effective before our society became so complicated.

Effective Public Relations work follows this fundamental pattern:

1. The awareness of the need for better public understanding.
2. Development of all the facts.
3. Selection of the strongest sponsorship.
4. Adaptation of the material to the self-interest of those to be influenced.

Discussion Leader - Ralph W. Ruble

The general discussion following Mr. Catlin's talk brought to light the need for close cooperation with the press. He stressed the importance for well written news releases prepared in style acceptable with the press people. When possible releases should be presented personally and discussed with the reporters and editors in advance. Mr. Catlin advised the group to take advantage of the timely spectacular items of interest which appeal readily to the public. He also pointed up the part that people play in spreading news. In closing, the importance of getting the straight facts to the people is not to be overlooked.

William Stiteler
Reporter

Communications

J. E. Kennedy, Manager, Employee Relations
Pennsylvania Railroad

Communications is a tremendously broad field of which management communications is only a part. Management communications can be defined as an interchange of commands, thoughts, ideas, opinions, etc., throughout all levels of an organization. The Pennsylvania Railroad has a system of management communications that efficiently operates 600 passenger trains and 2400 freight trains every day.

A recent article in Fortune Magazine entitled, "Are You Listening", is the crux of communications. In other words, "Are people interested in what you are saying?"

Management should ask itself three important questions about communications.

1. Have you got something to say?
2. Can you say it clearly and simply?
3. Is anybody listening?

Having something to say is illustrated by the incident of the train running off the track and into the station in Washington, D. C. As the train was nearing the station and the brakes failed to function properly the engineer whistled a warning (he had something to say) which immediately put into operation communications that got the passengers on the train back into their seats, switched the train on certain tracks and cleared the area at the end of the track of people by the time the train ran off the track and into the station.

Saying something clearly and simply is exemplified by a letter written by the president of the board of directors of the railroad to the general manager giving instructions to make every effort to arrange schedules so as many employees as possible could spend Christmas day at their homes. By the end of the day that these simple and clear instructions were received by the general manager, all persons that could work on schedules and arrangements had received the communication and the crews of 5 freight trains of perishable foods were the only ones that could not spend some time home that day.

The question, "Is anybody listening", is illustrated by the system of communicating policy from the board of directors to rail level. The board meets and determines policy once a month and on the next day the next level of management meets, etc., until on the fourth day the policy has reached track level. This system of each level of administration meeting together gives them an opportunity to discuss the communications, clear any interpretations or misunderstandings and have the communications go from top to rail level in a short time.

The Pennsylvania Railroad had the problem of training 6000 supervisors to handle and work with people. It used the group training method similar to the TAM workshop and enlisted the help of 12 colleges and universities. Training in human relations was given to get the rail level employees to feel they have a part in running the railroad. If the railroad knows what their interests, problems and ideas are it has a chance of getting its communications across to everyone.

Discussion Leader - Chester J. Tyson, Jr.

In the discussion following the presentation Mr. Kennedy pointed out that communications if expressed clearly and simply, and if discussed in meetings at the different levels of management, reach the bottom level without change and with full understanding. For example, the railroad distributes a magazine to all employees which serves as a medium for explaining and clarifying policy.

Claude J. Price
Reporter

Administrative Controls - Inspections, Reviews and Reporting

Earl W. Loveridge - Assistant Chief
Forest Service, U.S.D.A.

In his introductory remarks Mr. Loveridge emphasized the importance of controls which he defined as the methods, technicalities and procedures set up which will let us know at reasonably frequent intervals what is being done at any particular period. There are various methods of controls - (1) Cost Accounting; (2) Periodic Reports; (3) Charts; etc. This talk was limited to inspections as related to the Forest Service.

Before continuing on the subject of inspections, Mr. Andrew G. Brenneis, Assistant Regional Forester gave a brief analysis of the departmental and administrative structure of the Forest Service.

There are 150 National Forests and 1000 individual Forest Units. The size and functions of this organization make controls extremely important.

What to do to see that job is done effectively? In this goal inspections are most important. The objectives of inspections are three-fold.

1. Factual
2. Collateral
3. To be the eyes and ears for the chief or administrator.

Under Factual objectives the basic objectives of all Forest Service inspections are to determine the extent to which Forest Service responsibilities to the public are being met - on time. And if not - why? And what should be done about it?

Under Collateral objectives inspections provide training, instruction, and joint discussion of the work and problems out on the ground - managerial assistance. Under normal circumstances adherence to the basic or Factual objectives will also provide stimulation and inspiration as a major collateral feature. Under the Forest Service form of organization most inspectors are also administrators. Inspections are part of their supervisory duties. Through such inspections they obtain personal familiarity with problems and personnel; they increase their own store of knowledge in various ways; and provide for continued review of policy interpretation and on-the-ground application. These collateral benefits which are also inseparable parts of the administrator-supervisor's daily work should not, however, be confused with nor interpreted as a substitute for the separate and distinct need for periodic fact-finding inspections aimed at the basic or factual objectives. These collateral objectives are aimed at (a) discovery of outstanding performance including the how and why it was obtained; (b) to provide a part of the on-the-ground "go see" inspection work to point out errors that may be found, and to find out why? To correct such errors. From these inspections we have the "eyes and ears" for communications to the chief or administrator.

A key-point in these inspections is "standards of frequency", which have been established for practically all activities and levels of organization. The principle back of these standards is that in order to maintain proper performance, inspections should be on a steadily recurrent, reasonably frequent basis.

In making inspections an important preliminary step is the review of previous inspection reports on file. Also, tickler lists of items to be inspected are of great value to the inspector to insure against overlooking essential points while "on location". Inspection should be planned on a sampling basis. Sampling should be so designed to cover good and bad conditions impartially. The selection of samples is a major and serious responsibility of the inspector himself - not of the inspectee. Use the "go see" factor in all inspections. Nothing is to be left to chance or taken for granted. In all inspections it is important to find out "The Aims and Aspirations" of the inspectee.

Reports - Inspection reports should be brief. They should consist of (1) the gist of the report in a summary; (2) a supplemental report documenting the summary report. As a rule, the findings of the inspector should be reviewed with the inspectee before the report is drafted. The letter to accompany the report to the inspected officer is a vitally important part of effective inspection service. It can "make or break" the results of an inspection. It can and should be enormously stimulating. The letter should be prepared preferably by, or at least signed by, the administrative officer for whom the inspector made the inspection.

Follow-up Action - (a) Promise cards with fixed dates should be set up for definite Follow-up on each important point in the report and letter of transmittal; (b) Follow-up should be made by succeeding inspectors; (c) Annual as other periodic progress reports on important points should be called for in the letter transmitting the inspection report or subsequently.

Discussion Leader - Charles O. Willits

During the discussion period numerous questions were asked, and the basis for most of the answers is the Forest Service Manual, Chapter VII, Inspections.

Benjamin L. Reber
Reporter

Report of the Evaluation Committee

At the opening session of the Workshop, the General Chairman appointed this Evaluation Committee for the purpose of observing and analyzing the Workshop as it developed with a view to preparing recommendations which would be of value to those charged with planning and conducting future meetings of this type. We have endeavored to present below a summary of opinions of the group. It is our hope that this committee report will prove of value in the organization and operation of increasingly effective TAM Workshops.

This workshop was extremely successful and was highly praised by the participants because it placed emphasis on a strong "career development" program to meet long range leadership needs.

The topics covered were of great interest for they had been carefully selected as a result of a poll taken of the different agencies, to be represented, on a wide variety of subjects.

The order of presentation of the elements of administrative management was logical and progressed in a manner to afford the participants maximum training in the time allotted.

The messages conveyed by the speakers, who were recognized specialists in management, were timely and the information given could readily be applied to practical U.S.D.A. problems. This was demonstrated by the lively group discussions which followed each speaker with specific applications being made to the participants' problems.

A spirit of cooperation and participation in the workshop was achieved by assigning to each member a part in the program and work on the various committees.

Management procedures are so complicated and dynamic that casual study on the part of government employees will not solve their management problems. This workshop has contributed so much toward the solution of the problems of the individual participant that the committee recommends that these workshops be continued as an aid to other U.S.D.A. employees so that they can be of greater service to their respective agencies.

Recommendations

1. In advance of workshop (a) notify participants of the objectives, (b) give to each member a list of the conferees with their agency and brief description of work, (c) give members an assignment of duties and (d) where possible a brief resume of what is to be covered by each speaker should be provided the discussion leader.
2. That workshop be scheduled for 5 consecutive days during off-season period for majority of participants.
3. That meeting place be accessible to speakers but at a location which will permit participants to give full time to workshop.
4. Notify participants well in advance of workshop.

5. Provide good physical facilities.
6. Change seating arrangement daily to enable participants to get better acquainted and to exchange ideas.
7. Participants for Department-wide workshops should be selected from grade GS-9 or above, agency workshops to include lower grades.
8. Department-wide workshops should precede single agency workshops.
9. The provision of a reference library was so successful that it should be continued.
10. That each workshop have an evaluation committee.
11. That "Buzz" groups be used to fullest extent possible.
12. That TAM workshops be extended to additional people in this area in the near future.
13. That a group of approximately 30 appears to be an ideal size.
14. That members of each workshop be furnished material on subsequent workshops. That anything that would aid future workshops be mailed to Dr. Draheim.

In the Committee's evaluation of the Workshop it seemed desirable to set forth the objectives and certain appreciations appropriate to the sessions. These have been set forth below as part of the Committee's report.

Objectives:

1. To give guided instruction on management principles.
2. To give an opportunity to cooperatively apply management principles to current agency problems.
3. To give an opportunity to review and discuss the best publications in the field of management procedure.

Appreciations:

1. To appreciate that the keystone of all management procedure is human relations.
2. To appreciate that the final test of an instituted management procedure is - Does the procedure result in improved service to the people?
3. To appreciate that management procedure is dynamic. For this reason some knowledges and skills gained would be subject to future modification as the horizons of management procedure broaden.

Edward B. Angle, Chairman
 Chester F. Diehl
 Edward R. Keil
 Ray Kennelty
 Benjamin L. Reber
 Irvin C. Reigner
 Charles O. Willits

U S DEPARTMENT OF AGRICULTURE

TRAINING IN ADMINISTRATION WORKSHOP

Philadelphia, Pa.
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A Bibliography of
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